Hamilton-Wentworth
Regional Official Plan

Transportation Policy
Paper 1977

HAMILTON-WENTWORTH
REGIONAL OFFICIAL PLAN

TRANSPORTATION
POLICY PAPER

Regional Plan Division
July 1977

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1.0 INTRODUCTION

This chapter provides the policies of The Regional Official Plan that are concerned with the provision and operation of transportation facilities and services within the Region. The second section defines the responsibility of the Region in providing, operating and regulating transportation facilities and services as defined under existing legislation. The third section describes the transportation goal of the Region and the principles which provide direction in the development of transportation policies. The policies are in section 4 and are divided into groups concerning: general policies, roads, transit, railways and terminal facilities. The fifth section outlines programs of further study and action that will be required in order to implement the transportation policies.

2.0 REGIONAL RESPONSIBILITIES AND TRANSPORTATION ISSUES

2.1 Responsibilities

Under Section 29 of ~~Bill 155~~ the Regional Municipality of Hamilton-Wentworth Act was required to assume responsibility for a regional road system consisting originally of all roads previously under the jurisdiction and control of the County of Wentworth and the Hamilton-Wentworth Suburban Roads Commission and to accept all rights, powers, benefits and advantages as well as liabilities associated with the regional roads system as specified under the Municipal Act, the Highway Traffic Act and any other legislation relevant to highways. Bill 155 further requires the Regional Corporation to:

- periodically consolidate all by-laws relating to the Regional road system,
- adopt a plan of road construction and maintenance for the Regional road system,
- maintain and keep in a state of repair all roads in the Regional road system, and
- appoint a person to administer and manage the Regional road system.

With regard to the Regional road system, Bill 155 permits the Regional Corporation to:

- add or remove roads from the Regional road system,
- establish and layout new roads to be included in the Regional road system,
- take measures necessary to regulate the flow of traffic on Regional roads.
- regulate through by-law the erection and operation of

signal light traffic control devices on highways under the jurisdiction of Area Municipalities,

- designate any Regional road as a controlled access road and take actions necessary to construct that road as a controlled access road,
- designate by by-law any lane on any Regional road for the sole use of public transit motor vehicles,
- regulate by by-law for a distance of 150 feet from any limit of a Regional road:
    . the land use designation,
    . the erection and use of buildings,
    . the provision of loading and parking facilities, and
    . the placing or erecting of gasoline pumps,
- regulate by by-law for a distance of one-quarter mile of any limit of a Regional road the placing or erecting of any sign, notice or advertising device.
- review and approve or disapprove of all by-laws passed by the Area Municipalities within the Region where these by-laws concern the regulation of traffic on highways under the jurisdiction and control of the Area Municipality except for those by-laws concerned with the regulation of parking.
- impose requirements or conditions on an Area Municipality for the construction of sidewalks or other improvements or services on a Regional road but under the jurisdiction of the area municipality.
- construct or contribute the cost of constructing sidewalks

or other improvements or services on a Regional road but under the jurisdiction and responsibility of the Area Municipality.

Section 53 of Bill 155 allows the Regional Municipality of Hamilton-Wentworth to:

- establish a public transportation system and to acquire control of the public transit companies previously under the control of the City of Hamilton,
- operate a public transportation system and to engage in all the activities necessary in the operation of that public transportation system. The legislation specifically mentions the right to:
    - acquire transportation facilities and equipment and real and personal property,
    - establish and control parking lots,
    - establish special levies to cover deficits -
    - under restrictions as specified in Bill 155, and borrow necessary funds,
- provide public transportation services beyond the boundaries of the Region subject to the laws and regulations of other jurisdictions, and
- regulate the operation, by other agencies, groups or individuals, of public transportation systems that operate wholly within the Urban Transit Service Area.[1]

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[1] The Urban Transit Service Area is that area within the Regional Municipality considered to be sufficiently urbanized to receive urban transit services and is deemed to be an urban municipality for purposes of the Public Vehicles Act and is automatically eligible for Provincial subsidy under existing legislation. The boundaries of the Urban Transit Service Area are established by the Provincial Minister of Transportation and Communications and may be changed from time to time.

ated in their planning implementation and operation with transit, road and parking facilities planned as a total integrated transportation system consistent with the requirements of the land use plan.

(d) The Region shall coordinate the planning of transportation facilities and services with other agencies, municipalities and levels of government, where these affect the policies of the Region as stated in this plan.

(e) Public transit shall receive a high priority in the planning of new transportation facilities in the urban area and transit solutions to transportation access and capacity problems will be integrated with improvements to the road system.

(f) Any rights-of-way which may become available be protected, wherever possible, until an evaluation is made of their potential as a component of the transportation systems.

(g) The Region shall obtain the lands necessary for the rights-of-way of new transportation facilities or improvements to existing transportation facilities, where these facilities are under the jurisdiction of the Region, through dedications where the property is being developed or redeveloped, and by purchase or otherwise.

(h) Transportation decisions shall take into account social, environmental and economic considerations as well as considerations on the performance of the transportation system and these decisions shall take into account the views, concerns and interests of the public.

4.2 Roads

It is the policy of Regional Council that:

(a) The road system in the Region is classified in a manner that will aid in the planning, maintenance and improvement of the road system throughout the planning period. All roads within the Region are classified according to their primary function as shown in shcedules A and B. The classifications are as follows:

(i) Provincial and Inter-regional Highways are strategic links in the road network whose primary function is to carry long distance traffic into, out of and through the Region. These roads may be designed either with full control of access or only partial control of access to the abutting land use. The right-of-way and the design of these roads must be adequate to accommodate the demands of long distance and through traffic as well as to accommodate some traffic generated by abutting land use, where direct access to the road is permitted.

(ii) Major Arterial Roads are strategic links in the road network whose primary function is to carry relatively high volumes of long distance traffic between or through the Area Municipalities, provide access past major geographic barriers and to Provincial and Inter-regional Highway connections. These may be either roads with partial control of access to abutting land use or complete control of access to abutting land use. The right-of-way and the design of these roads must be

adequate to accommodate long distance traffic between or through Area Municipalities and to Provincial and Inter-regional highways as well as accommodate some shorter distance traffic within the Area Municipalities and traffic generated by abutting land use where direct access to the road is permitted.

(iii) Minor Arterial Roads are those links in the road network whose primary function is to carry relatively large volumes of shorter distance trips within the Area Municipalities and to provide access to major land use concentrations and traffic generators and to major arterial roads, and Provincial and Inter-regional highway connections. The right-of-way and the design of these roads must be adequate to accommodate demands for travel within the Area Municipalities as well as to accommodate traffic generated in the immediate vicinity of the road.

(iv) All existing roads not classified in one of the three preceeding categories shall be classified as either: minor arterials, collectors or local roads in the Official Plans of the Area Municipalities and in secondary plans.

(b) The standard right-of-way widths for each category of road shall be as follows:

Provincial and Inter-regional Highways	
. with complete access control	200 to 300 feet
. with partial access control	120 to 150 feet
Major Arterials	
. with complete access control	200 feet
. with partial access control	100 to 120 feet
Minor Arterials*	86 to 120 feet

(c) In areas that are undeveloped at the time this Official Plan is adopted or in areas planned for extensive redevelopment, the right-of-way of the road system shall be protected up to the limits of the minimum width specified above, except on those roads where either the Official Plan of the Area Municipality, secondary plans or policies of the council of either the Region or the Area Municipality specify that a greater right-of-way is required.

(d) In areas where the majority of the existing land use along a road, or a significant portion of a road, is developed at the time that this plan is adopted, the standards for the right-of-way of the road, as specified, shall act as a guide only and special studies shall be done to determine a practical right-of-way that can serve the traffic requirements along the road while taking into account the impacts

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* The right-of-way requirements of Minor Arterial roads are dependent mainly on traffic demands associated with localized development and the exact right-of-way for each specific link will be specified in the Official Plans of the Area Municipalities or in Secondary Plans.

of acquiring additional rights-of-way on the existing development. In such a case the right-of-way standards as specified in this plan may be reduced by resolution of Regional Council without requiring amendment to this plan.

(e) The road system shown in Schedules A and B shall be adopted as the framework for planning and designing the road system necessary to support the land use plan as outlined in the Official Plans of the Region and Area Municipalities, and the road system shall be upgraded progressively and continuously throughout the planning period in order to accommodate the transportation demands associated with the development plan.

(f) Major improvements shall be made in the road system by the Region over the planning period. These improvements will be necessary to overcome existing and forecasted deficiencies in the major arterial road network, as shown in Schedules A and B and will include:

i) a new road link from Burlington Street West to Highway #403.

ii) a new north-south major arterial road, crossing the Niagara Escarpment in the corridor between Kenilworth Avenue and Highway #20 between the new east-west roadway or its extension in the south to eventually join to the Queen Elizabeth Way in the north.

iii) additional east-west road capacity on existing

major arterial roads or a new major arterial road connection between downtown Hamilton and the junction of Main Street and Cootes Drive in west Hamilton.

iv) additional east-west road capacity on existing major arterial road connections or a new major arterial road connection in the corridor immediately north of the Niagara Escarpment between downtown Hamilton and the junction of King Street and Lawrence Avenue in the east.

v) additional north-south road capacity across the Niagara Escarpment in the central Hamilton corridor between Becketts Drive and the Sherman Access.

(g) The prime function of the arterial road system is to accommodate the through movement of traffic between major land use areas and between settlements and to connect areas of development to the Provincial Highway System.

(h) Immediate action shall be taken to protect the specified road right-of-way widths on the Regional roads through the adoption of appropriate by-laws, and the Area Municipalities and the Province shall be encouraged to take similar action to protect those roads covered under the policies of this plan but not necessarily under the jurisdiction of the Region.

(i) The Region shall acquire property abutting a Regional road and within the specified road allowance right-of-way by means of dedication at such time that the property is to be developed or redeveloped; or by means of purchase at such time that it is necessary to reconstruct or widen that Regional road.

(j) Arterial roads in developing areas shall be designed primarily to accommodate through traffic movements and the Area Municipalities shall develop secondary plans that restrict access directly onto arterial roads from individual land uses by employing devices such as reverse frontage, separate frontage roads and common access points for a number of properties.

(k) The Area Municipalities shall be required to include in secondary plans the spacing of intersections and access points to major developments at sufficient distances to easily accommodate traffic control devices so that the through movement function and the safety of the arterial road are not significantly reduced.

(l) The right-of-way and design of new arterial roads and the reconstruction of existing arterial roads by the Region shall take into consideration:

i) the requirements for pedestrian movements along and across the roadway and shall include provisions for adequate sidewalks and crosswalks in the road right-of-way for all those roads in the urban area and for those sections of roads in the rural area where pedestrian use is sufficient to warrant it.

ii) the requirements of the public transportation system such that transit vehicles will be able to operate efficiently and safely on the roadway or in the right-of-way of the road, without significantly reducing the through movement function or the safety of the arterial road.

iii) the potential demands for bicycle use along the roadway and, if warranted and feasible, provide for bicycle paths adjacent to the arterial road.

iv) the impact of the roadway on the surrounding land use, and shall employ design features that will reduce the visual impact of the road and the noise level caused by the operation of the road on the surrounding land use, where this is warranted and feasible.

v) the asthetic impacts of the road and shall include in the design provisions for landscaping and tree planting where this is feasible.

(m) In order to preserve the capacity of the arterial road system and to provide for the safe and efficient movement of traffic

i) on street parking will be completely prohibited on all sections of arterial roads where it is deemed feasible

ii) on street stopping shall be prohibited on all arterial roads during the periods of peak traffic use.

(n) The Region shall review all major development proposals

within the Region in order to determine their impact on the Regional road system and in co-operation with the appropriate Area Municipality(s) shall co-ordinate the timing of improvements to the arterial road system that are deemed to be necessary to accommodate traffic generated by the development.

(o) Approval of new development by the Region or the Area Municipalities may be given on the condition that the developer: improve the arterial road system in the vicinity of the development proposal, make financial contributions toward the costs of improvements to the arterial road system and/or dedicate lands for the rights-of-way for future arterial roads.

(p) The Area Municipalities shall include in secondary plans provisions for sufficient off street parking for all new development adjacent to an arterial road, so as to ensure adequate parking to meet the needs of the development without necessitating the use of the arterial road for parking.

(q) The Area Municipalities shall require all new commercial and industrial areas abutting arterial roads to provide adequate off street loading and unloading facilities located in such a manner that vehicles loading and unloading at the development will have no detrimental impact on the free flow or safety of vehicles operating on the arterial road system.

(r) A system of scenic drives will be designated by the Region with the cooperation of the Area Municipalities and these routes will be developed in a manner that emphasizes their scenic aspects.

(s) An efficient system of designated truck routes shall be maintained, utilizing portions of the arterial road system throughout the Region, and shall be reviewed on a regular basis to ensure that appropriate changes are made to the system as demands change.

(t) The Provincial Government be encouraged through the Ministry of Transportation and Communications to:

i) Plan for additional highway capacity between Hamilton-Wentworth and points east via both the Q.E.W. Skyway corridor and the Highway #403 corridor in order to maintain a level of accessibility into the Region that is consistent with the economic and development goals of the Region and to provide this additional capacity when demand warrants it.

ii) Monitor the need for a new alignment of Highway 6 north from Caledonia into Hamilton that will accommodate traffic from Nanticoke to Hamilton-Wentworth and to Toronto and points east and to construct this facility when demand warrants it on an alignment that has the least divisive effect on the Area Municipalities involved.

iii) Construct the extension of Highway #403 from the junction of Highway #2 in Ancaster westward to Brantford as soon as possible.

iv) Plan for and provide a by-pass of the Town of Waterdown if and when it is necessary to expand the capacity of Highway 5 between the eastern Regional boundary and Highway #6.

v) Investigate the need for a Provincial highway by-pass to the south and east of the planned urban area in Hamilton-Wentworth connecting from Highway #403 in the south-west to the Q.E.W. in the north-east, as a supplement to the road system identified in this plan.

vi) Improve the operating and safety standards of Highway connections from the City of Hamilton to the Cities of Kitchener-Waterloo, Cambridge and Guelph.

4.3 Transit

It is the policy of Regional Council that:

(a) Public transit shall be provided at a level of service adequate to encourage its use within and between the urbanized portions of each of the Area Municipalities.

(b) In order to encourage the use of public transit throughout the urbanized portion of the Region and thus reduce the requirements for major new roads or road improvements, the boundaries of the Urban Transit Area* shall be reviewed from time to time with the objective of eventually including

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* the Urban Transit Area is defined in Bill 187, a Provincial Act to amend the Regional Municipality of Hamilton-Wentworth Act.

within the Urban Transit Area all portions of the Region developed on urban piped services and at urban densities.

(c) Transit service will be provided in the rural areas of the Region only where the demand is sufficient to make its operation viable or at the discretion and cost of the appropriate Area Municipality.

(d) Downtown Hamilton shall be the primary focal point of both urban and rural transit service and the level of service into the downtown area will be such that it will provide a degree of accessibility that is consistant with the downtown's role as a Regional Centre and will reduce the need for the operation of private automobiles into the downtown area.

(e) Commuter transit connections between downtown Hamilton and municipalities adjacent to the Region shall be encouraged in order to make retail and service facilities and job opportunities in Hamilton accessible to the residents of those municipalities. The financial involvement of the Region in the operation of these transit connections shall be limited and Provincial financial involvement will be encouraged.

(f) Transit service in the urbanized area of the Region will be improved where it is feasible in order to provide a viable alternative to the automobile for the movement of people and to reduce where possible the need for new road construction.

(g) Exclusive bus lanes and other transit oriented improvements will be provided on arterial roads where demand warrants it and their application is feasible.

(h) The planning of transit routes and intermediate capacity transit lines take into account the location of:

i) major employment and retail concentrations, universities and schools

ii) concentrations of high density residential developments

iii) terminals of intercity transportation systems

iv) major medical and social service centres

v) housing developments for the elderly, the handicapped and the social disadvantaged.

vi) social amenities such as parks, theaters, museums, etc.

(i) In order to accommodate large volumes of transit users, make transit service competative with the private auto and minimize the need for new road facilities in congested corridors and across environmentally sensitive areas, an intermediate capacity transit system will receive a high priority in transportation planning in the Region, especially in the corridor connecting downtown Hamilton to the Hamilton Mountain. The intermediate capacity transit line between downtown Hamilton and the Hamilton Mountain will be designated in the Hamilton Official Plan and secondary plans will be prepared to allow for the implementation of this facility as soon as demand warrants it.

(j) The Region in co-operation with the Area Municipalities shall develop public parking policies and facilities where they are deemed necessary to support the operation of the urban transit system.

(k) Public transit be considered as an integral part in the planning of major new residential development in the urbanized area of the Region and therefore the Area Municipalities shall include in secondary plans designs for safe, convenient and direct pedestrian access between all parts of the development and the public transit system.

(l) Public transit be considered as an integral part in the planning of all new commercial and employment centres in the urbanized portion of the Region and development plans for such centres shall include designs for safe, convenient and direct pedestrian access to the public transit system.

(m) The Region shall encourage the Area Municipalities to allow for the concentration of high density residential development in the immediate proximity of major transit corridors and transfer points in the transit system, in order that the transit system is immediately available for the use of as many persons as possible.

(n) The Region shall encourage the provision of special transit services for the elderly and the handicapped within the Region, through technical and financial support to agencies providing these services, where the need for this support is justified.

(f) Regional Council shall support the Federal Government in its efforts to provide additional facilities and air services at the airport where these are consistent with the economic goals of the Region.

(g) The appropriate Federal and Provincial authorities be encouraged to provide a controlled access road facility connecting the airport terminal to the freeway system in the Hamilton-Wentworth area in order to ensure a high degree in accessibility to the airport from all areas in the Region.

(h) The Area Municipalities shall apply the noise exposure forecast contours published by the Federal Ministry of Transport in conjunction with development control standards prepared by the Central Mortgage and Housing Corporation when preparing Official Plans and zoning regulations for new development in the vicinity of the airport, in order to minimize future conflict with the full operation of the airport facilities.

(i) In order to encourage the use of public transit and reduce the potential use of the private automobiles in conjested areas, the Area Municipalities will be required to adopt as part of their Official Plans policies to discourage long term parking for employees of major employment centres that are well serviced by transit and complimentary policies to establish long term parking facilities at the ends of transit routes at the periphery of the urbanized area.

(j) The Federal Government and the Hamilton Harbour Commission be encouraged and supported in efforts to provide services at the Port of Hamilton that are consistent with the economic and environmental goals of the Region.

(k) The Region shall ensure that adequate road access is provided to the harbour to allow for the effective and efficient operation of the harbour facilities and services.

5.0 PROGRAMS

The Regional Council shall:

(a) Prepare a ten year transportation systems and needs plan for the Regional roads and Regional transit systems of sufficient detail to be used in estimating the ten year capital budget requirements for road and transit improvements. This plan will be reviewed from time to time in order to make necessary revisions and to have an estimate of the capital requirements for a minimum of a five year horizon at all times.

(b) Review the Regional road system from time to time, to determine if roads or portions of roads should be added to or removed from the Regional road system based on the criteria that Regional roads shall:

i) Connect urban centres of more than 750 persons in 300 acres or less, to each other and to the King's Highway System.

An urban centre is defined as a planned residential, commercial or industrial development centre.

ii) Connect the King's Highway to:

- other King's Highways
- major commercial and industrial areas, and
- major institutional complexes.

The interpretation applied to this Criteria is that if the particular road provides primarily a by-pass function then the roadway should be considered a King's Highway and if on the other hand it served only local traffic, the roadway should remain with the local area municipality.

iii) Provide arterial roadway service close to consistent major generators of heavy truck traffic such as refineries, steel plans, railway yards, distribution centres, quarries, gravel pits and saw mills, etc.

iv) Provide service parallel to and where justified, on crossings of major barriers to free traffic movement.

v) Provide service close to major resort and recreational areas and complexes.

vi) Connect the roadways identified by the above Criteria 1 through 5 to:

- the King's Highway System
- major commercial and industrial areas, and
- major institutional complexes.

vii) Urban Cell Service - provide Regional or arterial road service, within the network formed by the upper-tier road system, to a population or employment cell on the following basis:

Population/Employment Density Within The Cell (Persons/Acre)	Recommended Regional Road Spacing (Feet) Not Less Than	Not More Than
BELOW 15	3,000	6,600
15 to 50	2,000	4,000
ABOVE 50	1,000	3,000

The intent of this criterion is to establish an arterial road system serving predominantly the movement of traffic between different areas as distinct from providing local access. Roads which function primarily as collectors for trips with origins or destinations within the cell are not considered.

viii) Provide Service on those roads which are extensions of Regional roads, selected in an urban area, to the first intersection where the annual average daily traffic is below 400 vehicles per day, then connect to either a regional road or a King's Highway by the shortest route.

ix) Rural Cell Service - Provide Regional road service, within the network formed by the upper-tier road system, identified by the application of Criteria 1 through 8, to a population or employment cell on the following basis:

Population/Employment Density Within The Cell (Persons/Square Mile)	Additional Service Required When Spacing of Roads is Greater Than
Less Than 10	12 Miles
Between 10 and 20	8 Miles
Between 20 and 40	6 Miles
More Than 40	4 Miles

In addition to the above Criteria and in keeping with the proposed objective of the Regional Road System, the following guidelines were also developed:

- Regional Roads should function predominantly for the movement of traffic, as distinct from providing local access;
- Regional Roads should be chosen in the context of present and planned development;
- Regional Roads should be reasonably direct and continuous and should be consistent with upper-tier roadways in adjacent Regions or Counties;
- Regional Roads should be capable of being developed to meet their required structural and operational level of service without undue damage to property and landscape.

(c) In cooperation with the Area Municipalities prepare a plan of roadways both Regional and local to be designated in a scenic route system. This plan will outline the strategy necessary to implementing this scenic road system.

(d) Prepare detail designs for the widening of Burlington Street between Strathearn and the Q.E.W. and the co-operation of the Provincial Ministry of Transportation and Communications prepare feasibility and design studies for increase interchange capacity between Burlington Street and the Q.E.W. corridor.

(e) Adopt a route location for the future Perimeter Industrial Road and prepare a detailed design and schedule for the construction of this road that will connect Burlington Street in the east and Highway 403 in the west.

(f) Prepare a functional study for the new east-west roadway on the Hamilton mountain that connects Highway 403 in the west and Mud Street in the east and prepare a land acquisition program, a detailed design study and a schedule for construction for this roadway.

(g) Prepare functional, feasibility and route location studies for a new north-south roadway crossing the Niagara Escarpment in the corridor between Kenilworth Avenue and Highway 20 from the new east-west roadway in the south to eventually join to the Queen Elizabeth Way in the north.

(h) Prepare a feasibility study for providing addition north-south arterial roadway capacity across the Niagara Escarpment in the Central Hamilton corridor between Becketts Drive and the Sherman Access.

(i) Prepare a feasibility study for the provision of additional east-west arterial road capacity from downtown Hamilton, across Highway 403 and extending as far west

as the junction of Cootes Drive and Main Street in West Hamilton.

(j) Prepare a feasibility study for the provision of additional east-west arterial road Capacity in a corridor immediately north of the Niagara Escarpment from downtown Hamilton as far east as Highway 20.

(k) Develop and implement a program to monitor, analyze and report on the operation of the transportation systems serving the Region. This monitoring program will provide information on the use and efficiency of facilities and services and the compatability of various facilities and services.

(l) In cooperation with the area municipalities conduct a study of parking requirements related: to land use, development densities and the level of transit service provided; in order to develop comprehensive policies for the provision and control of off street parking facilities in the urban area.

(m) Establish and carry out a procedure for reviewing and evaluating all development proposals and land severances within 150 feet of any limit of a Regional road to determine the impact on the operation of the Regional road and Regional transit systems.

(n) Prepare a feasibility and route location study of an intermediate capacity transit line between downtown Hamilton and the Hamilton Mountain. The study shall provide the necessary information concerning the location of the transit line, the terminal points, the major transfer points and the station locations, the

transit technology that will be utilized, the land required and a programmed schedule for implementing the line.

(o) Initiate (when Federal and Provincial funding becomes available) Prepare a railway rationalization study with the cooperation of the area municipalities and the appropriate Federal, Provincial agencies and the Railway Companies. This study will investigate the layout and operation of the railway system(s) in the Region and the conflicts between this system and other transportation systems. The study will make recommendations on such items as consolidation, potential abandonment or the relocation of railway lines and a priority system for implementing the grade separation of conflicts between the rail system and the road system.

(P) see Eileen Jackson re: study of the transportation needs of elderly.